


January 1995
Statement for Management



Grand Teton National Park

Rocky Mountain Region

United States Department of the Interior - National Park Service



Digitized by the Internet Archive
in 2012 with funding from
LYRASIS Members and Sloan Foundation

<http://archive.org/details/statementforgrand00teton>

Definitions

Statement for Management

The Statement for Management (SFM) documents the park's purpose, significance, management objectives, obstacles to achieving those objectives, owners of the obstacles, and actions that need to be taken to overcome the obstacles.

Management Assessment Process

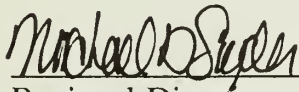

A three-day management assessment workshop is conducted at each park area with participants from the park area, the regional office, and the public. The session clearly defines the park's purpose, significance, management objectives, obstacles, owners, and actions. This information has been incorporated into the park's statement for management, and forms the basis for developing and justifying future regional programs and identifying how funding and staffing will be allocated.

The management assessment process begins by looking at the park's legislation in an effort to clearly define the park's purpose and significance. The next step is to identify management objectives, which are broad, conceptual descriptions of what the park could be like, based on the kinds of resource conditions, visitor services, and administrative goals the National Park Service wishes to provide. Obstacles are then identified. Obstacles are impediments or barriers to achieving management objectives. Next, actions and owners are identified. Actions are steps required to remove obstacles, and owners are individuals or groups that are identified as responsible for each action.

In the future, the SFM will be revised as necessary to ensure that it reflects a current view of the park, both internally and within its regional context. The management objectives, obstacles, actions, and owners will be reviewed annually by park staff.

Recommended by: /s/ Jack Neckels
Superintendent,
Grand Teton National Park

January 1995
Date

Approved by: 
 Regional Director,
Rocky Mountain Region

1/6/95
Date

Table of Contents

Participants	1
Purpose	3
Special Considerations	5
Significance	7
Summary of Management Objectives, Obstacles, Owners, and Actions	
Resource Management	11
Partnerships	19
Visitor Services	21
Human Resources	31
Glossary	35
Appendix	37

Participants

Grand Teton National Park

Jack Neckels
Melody Webb
Nancy Arkin
John Blakley
Steve Cain
Diane Carillo
Ed Christian
Dan Burgette
Marshall Gingery
Robin Gregory
Rebecca Griffin
Tom Haraden
Jim Hester
Jackie Messer
Blair Hoyle
Linda Olson
Dick McMullen
Rich Spomer
Mike Nicklas
Gordon Toso
Jack Peay
Jill Wilson
Bill Swift

Rocky Mountain Region

Mike Snyder
Quentin Smith
Judy Jennings
Debra Burton-Orton
Rodd Wheaton

Shareholders

Bob LaLonde, Wyoming State Senate
Sheila Bricker-Wade, Wyoming Deputy State Historic Preservation Officer
Joe Bernfeld, Teton County School District
Bill Barmore, Greater Yellowstone Coalition
Jeanne Klobnak, Jackson Hole Alliance for Responsible Planning
Clay James, Grand Teton Lodge Company
Scott Fitzwilliams, Bridger-Teton National Forest
Pete Jorgensen, National Parks & Conservation Association
Joe Rogers, Jackson Hole Chamber of Commerce
John Sacklin, Yellowstone National Park
Bill Long, Wyoming Game and Fish Department
Sandy Shuptrine, Chair, Teton County Commission
Tim Young, Pathways

Purpose

Definition: The reason or reasons for which Grand Teton National Park and John D. Rockefeller Jr. Memorial Parkway were set aside as a part of the national park system. Purpose statements are based upon legislation, legislative history, and historic trends.

The purpose statements below reflect what we believe is the legislative intent for Grand Teton National Park and John D. Rockefeller Jr. Memorial Parkway. Other legislation affecting the national park system, such as the 1916 Organic Act, National Environmental Policy Act, National Historic Preservation Act, and Endangered Species Act influence management at Grand Teton National Park and John D. Rockefeller Jr. Memorial Parkway and every other unit in the system.

GRAND TETON

- To conserve the scenery and the natural and historic objects and the wildlife and to provide for the public benefit and enjoyment by such means and manner to leave them unimpaired for future generations.
- To insure the permanent conservation of elk within the park.

JOHN D. ROCKEFELLER, JR.

- To provide a desirable physical connection between Grand Teton and Yellowstone National Parks and designate a symbolic parkway from West Thumb of Yellowstone to the south entrance of Grand Teton.
- To commemorate the many significant contributions of John D. Rockefeller, Jr. to the cause of conservation.
- To conserve the scenery and the natural and historic objects and the wildlife and to provide for the public benefit and enjoyment by such means and manner to leave them unimpaired for future generations.

Special Considerations

Legislation establishing Grand Teton National Park and John D. Rockefeller, Jr. Memorial Parkway also contain special considerations and constraints that affect management of these areas, they are:

GRAND TETON

- The park will designate corridors, including stock driveways, for movement of persons and property to or from national forest, state and private lands adjacent to the park.
- Leases, permits, etc. will remain in effect until terminated.
- No further extension or establishment of national parks or monuments will be allowed in Wyoming without Congressional authorization.
- The park will continue grazing and residences where legally occupied and used.
- The park will be closed to mining.
- Existing government licenses, leases or permits for mining, public accommodations and temporary occupancy or uses will not be recognized for continuation.
- The elk will be controlled and managed by qualified and experienced hunters in certain geographic locations.
- There will be no federal fee for hunting.
- An annual plan will be required (by NPS and Wyoming) for elk management.
- The park will provide for a state highway within the park.
- The reservoir, built for reclamation purposes, will be maintained and improved.
- Lands will be subject to valid existing rights.
- Entrance and user fees will be collected.
- The park will provide compensation/reimbursement of tax revenues lost to local governments.

JOHN D. ROCKEFELLER, JR.

- The park will provide for hunting and fishing in consultation with the state regarding regulations.
- Park lands will be withdrawn from mineral entry.
- The park may make minor boundary adjustments.
- Lands owned by the state or its political subdivisions may only be acquired by donation, other lands and interests may be acquired by donation, purchase, exchange or transfer.

Significance

Definition: Significance is summarized in statements that capture the essence of Grand Teton National Park's and John D. Rockefeller, Jr. Memorial Parkway's importance to our natural and cultural heritage. Significance statements are not an inventory of significant resources but rather describe the importance or distinctiveness of the aggregate of resources in the park.

- Scenery— OOH AAH WAY COOL !!!!

- Grand Teton's unparalleled scenic mountains contrast with pristine alpine and piedmont lakes providing breathtaking views that can move you to tears.

- The park's and parkway's darkness is broken only by millions of stars and the surprise of a rising or setting moon.

- Landscapes of Grand Teton and the Parkway are ever changing with the weather, the seasons and the time of day.

- The park provides an explosive experience for the senses—from sagebrush flats to forested mountainsides and high craggy peaks.

- The Snake River, cold and unforgiving, is braided swift channels that demands respect. Calm eddies provide refuge and quiet while the water bubbles, rumbles, gurgles, and crashes, hitting rocks and full of life.

- The park and parkway have friendly, knowledgeable, committed park staff who create smiling faces (put a ranger on the Wheaties box).

- The park is an explosion of color all year-round from the clear blue sky and explosion of wildflowers of spring and summer to the burst of orange and gold in the fall and the stark blanket of white landscapes punctuated by splashes of dark green and gray of winter.

- The parkway's winding road brings deep green lodgepole forests, fire-blackened ground sprouting purple fireweed and the fresh green seedlings of a new forest right to the visitor's car window.

- Grand Teton National Park and the Parkway with their ecological diversity, unique assemblage of threatened, endangered, and rare or sensitive species, and large expanses of pristine habitat are essential components of the Greater Yellowstone Ecosystem.

- Grand Teton National Park contains a unique combination of geologic features that provide unparalleled scenic vistas.

- The park and parkway contain a diversity of geologic features, aquatic environments, and plant and animal life within a relatively small area.
- The park's and parkway's diversity provides for unparalleled scientific research and educational opportunities to study natural systems and processes.
- Grand Teton's concession development represents a broad variety of historic visitor activities and services.
- The parkway acknowledges the philanthropic and philosophical contributions of John D. Rockefeller, Jr. to the National Park System.
- Grand Teton's distinct periods of use and development are defined by prehistoric and historic sites and structures.
- Grand Teton incorporates and preserves many historic uses of natural resources including water, wildlife and vegetation.
- Grand Teton maintains one of the most significant ethnographic collections of North American Indian objects and art.
- The creation of the park and parkway embodied the development of our nation's conservation ethic that continues today.
- The rustic historic structures, sites, and cultural landscapes of Grand Teton and the Jackson Hole Valley represent the ambiance of the symbolic "Old West" myth and its market value to the community.
- The park and parkway provide year-round resource-compatible recreation opportunities in a dramatic setting dominated by the forces of nature.
- Grand Teton offers a significant pristine wilderness with no trace of human impact. (i.e. no bare-ground trails or campsites)
- Grand Teton provides year-round opportunities for visitors to experience quiet and solitude—renewing, refreshing and recharging the human spirit. It provides a connection to our natural environment.
- The backcountry of the park provides a range of opportunities from simple hiking to mountaineering to extreme skiing. These opportunities are provided in a setting that offers quality experiences and challenges personal limits.

- Grand Teton, the Parkway and Yellowstone are a cornerstone of the northwestern Wyoming economy. The park and its concessionaires are the largest employer and taxpayer in Teton County.
- Grand Teton offers a diversity of educational opportunities to a worldwide audience in geological, biological and cultural resources. These range from NPS and concessioner interpretive services, Teton Science School programs, self-study and university courses.
- The ability to travel around Grand Teton is an efficient and rewarding experience within a dramatic background providing access within Jackson Hole Valley and connecting to surrounding areas and communities.
- Within the park there are a wide variety of quality commercial services including lodging, food & beverage operations, recreational and interpretive programs that are easily available and accessible for a full spectrum of visitors.

Summary of Management Objectives, Obstacles, Owners, and Actions

The following management objectives and obstacles are categorized as Resource Management, Partnerships, Visitor Services, and Human Resources. Action statements and owners have been identified for the highest-priority management objectives in each category.

Table 1 - Resource Management

- Park has developed an overall strategy that clearly states existing conditions, desired futures, and the actions necessary to achieve desired future conditions for natural and cultural resources.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of adequate funding.	Neckels	Through the Management Assessment process an inventory of problems will be identified to provide a continuing basis for funding requests to resolve issues. As problems, issues, or other actions are identified, funding requests will be submitted on an annual basis. Identified structural or infrastructure requirements will be identified and incorporated into the 10-238 process.
Lack of knowledge of existing conditions.	Schiller	Identify data gaps and set priorities. Prepare Resource Management Plan (RMP) project statements for necessary work. Develop a detailed, parkwide inventory and monitoring project statement for the RMP. Use the RMP as a vehicle to seek funding needed to complete inventories and other necessary work. Explore means of seeking additional base funds to provide staffing at a level that would allow for development of competitive proposals for national Inventory & Monitoring funds.
Desired future conditions not determined.	Schiller	Develop specific objectives for future conditions by category, using quantitative measures whenever possible.
Actions necessary to reach desired future conditions are not defined.	Schiller	Develop a strategic plan for achieving future conditions after determining existing conditions and establishing objectives for future conditions.

- The park, in concert with its neighbors and other agencies has established a resource information baseline and visitor use carrying capacity that protects resources and is consistent with visitor experiences objectives. Visitor issues include day use, camping, back country, horseback and use of the Snake River.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of adequate funding.	Neckels	Incorporate the need for the various studies into the Outline of Planning Requirements. This will provide the funding to review carrying capacities, that in turn will generate funding requests to implement.
Visitor experience objectives are not defined.	Swift	Copy the content and summaries of the current visitor use surveys (the Visitor Services Project (VSP) from 1988 and the Winter Use Study) and recirculate to divisions. Continue to work toward the VSP needed for the Visitor Use Management (VUM) process and begin to compete for an updated VSP for the main season. The VSP is the appropriate vehicle to determine what is expected.
Acceptable levels of impacts to resources are not defined.	Schiller	Acceptable levels of impacts will be determined from standards and objectives developed for desired future conditions.
Visitor user group attributes/desires are not known.	Schiller	Conduct a literature, information and data search to determine what is already known. Identify data gaps and set priorities. Develop scopes of work and requests for proposals for necessary data gathering and research. Secure funding and implement research.
Conflicts exist between user groups (consensus, compromise).	Neckels	Conduct surveys of user groups and monitor multiple-use areas to establish carrying capacity to enhance the different visitor experiences while protecting the resource.

- The park, in cooperation with USFS, state, county and others, maintains wildlife habitats and species that are indigenous to the area at acceptable or appropriate population levels.
 - predator reintroduction
 - migratory species
 - non-migratory

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Appropriate population levels/objectives are not defined.	Cain & Other Agencies	Identify data gaps and set priorities. Develop scopes of work, RMP project statements, and requests for proposals for necessary surveys and/or research. Implement necessary surveys and/or research by priority as available funding allows. When adequate information exists, work with appropriate agencies to establish population objectives by species.
Lack of interagency coordination.	Cain	Continue ongoing interagency coordination. Expand coordination to involve all principal parties where appropriate. Apply proven strategies for coordination (e.g. IGBC, JHCESG) to other individual and groups of species.
Lack of coordination with private landowners.	Schiller	Continue to coordinate with private landowners
Lack of education of public.	Swift	Continue to feature biodiversity, indigenous species and other wildlife coverage in appropriate personal and non-personal services efforts.
Existing conditions not determined.	Cain	Identify data gaps and set priorities. Prepare Resource Management Plan project statements for necessary work. Develop a detailed, parkwide inventory and monitoring project statement for the RMP.
Lack of funding.	Cain	Use the RMP as a vehicle to seek funding needed to complete inventories and other necessary work. Explore means of seeking additional base funds to provide staffing at a level that would allow for development of competitive proposals for national Inventory & Monitoring funds.

- The park, SHPO and Teton County Historical Society have evaluated, surveyed and dominated significant cultural properties within the context of the Jackson Hole Valley. Management strategies for properties are established. Options include interpretation, adaptive use, preservation and removal.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of coordination with other agencies.	Wheaton, Bricker-Wade	A cultural resource specialist has been hired and will establish ties and coordinate with other government and local entities. A workshop on cultural resources has been scheduled for March 1994 with state, regional and park staff.
Lack of surveys.	Wheaton, Schiller, Bricker-Wade	Funds have been programmed for FY94 to complete GRTE survey.
Lack of management strategies.	Schiller, Wheaton, Bricker-Wade, M. Johnson	A cultural resource management plan will be developed.

- An adequate inventory of natural resources is complete and an effective long-term monitoring system is established.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of a vegetation survey.	Schiller	Hire a plant ecologist/vegetation management specialist. Identify specific parameters that are necessary and not covered by the current cover-type vegetation data. Modify project statements in the RMP as appropriate to cover specific needs. Procure funding and contract work necessary to collect vegetation data.
Lack of funding and personnel.	McMullen & Schiller	Identify data gaps and set priorities. Prepare Resource Management Plan project statements for necessary work. Develop a detailed, parkwide inventory and monitoring project statement for the RMP. Use the RMP as a vehicle to seek funding needed to complete inventories and other necessary work. Explore means of seeking additional base funds to provide staffing at a level that would allow for development of competitive proposals for national Inventory & Monitoring funds. As requirements are identified to monitor resource management activities, funding requests will be incorporated into the annual operations budget requests.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of program continuity.	Schiller	<p>Emphasize using the RMP, which sets priorities and relatively long-term needs, as a programming tool and directive for annual programs.</p> <p>Increase accountability for continuity and completion of projects in supervisor and management performance standards.</p>

- The park has a complete database of geo-referenced features in the GIS that is compatible with other databases throughout the Greater Yellowstone Ecosystem.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of funding.	Schiller	The park will continue to seek funding both internally and through outside sources.
Lack of interagency coordination.	Fullerton	<p>GIS Specialist will attend Greater Yellowstone Coordinating Committee (GYCC) meetings where data coordination among agencies is to be discussed.</p> <p>More data exchanges will be initiated between Grand Teton and the Targhee National Forest.</p>
Lack of field surveys.	Fullerton	<p>Current Roads and Trails theme (USGS) will be brought up-to-date locally during FY94.</p> <p>Land survey lines will be digitized locally during FY94.</p> <p>Scanning/editing of contour lines by Rocky Mountain Regional GIS has been requested, with attributing to be done locally in FY94.</p> <p>Digitizing of fuel loading by Fire Management Office staff is planned in FY94.</p> <p>Cultural resources theme development will proceed during FY94 with participation of the new Cultural Resource Specialist.</p> <p>Vegetation theme development requires the active participation of a staff vegetation specialist.</p> <p>Development of hydrology theme awaits adequate funding.</p> <p>Availability of the Cumulative Effects Model and the necessary habitat/cover theme awaits data correction by Utah State University.</p> <p>Development of the remainder (JDR Parkway area) of the wetlands theme has been jointly funded by NPS Water Resources Division and the USFWS. Scheduled completion date: May 31, 1996.</p>

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Scope of database needs to be determined.	Fullerton	<p>Database development is progressive. Regular progress reports currently track the developmental status of various themes.</p> <p>A two-year status report for the GRTE GIS program will be included in the "Office of Science and Resource Management Project Report" to be compiled early in 1994. Copies of this document are available to all park staff through their respective Division Chiefs.</p>
Coordination with USFS and Yellowstone needs to continue.	Fullerton	<p>GYCC project work has been divided among the BTNF, GRTE, and Nature Conservancy (developing Heritage Program for the GYE).</p> <p>Requests for heritage data conversion to GIS and graphic presentation are being met by Grand Teton until the GIS program at Yellowstone is operational.</p> <p>Yellowstone temporary GIS personnel and Nature Conservancy personnel are scheduled to visit the Grand Teton GIS lab for demonstrations and exchange of GYE/heritage data in January 1994.</p>

- Manage park's elk resource in accordance with legislative guidelines to ensure coordinated management of the Jackson Elk Herd.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Differences exist in agency philosophy and mandates.	Neckels & Cain	<p>Continue a high level of interagency involvement in elk management through the JHCESG, its technical committee and through additional contacts with appropriate agencies and individuals.</p> <p>Continue efforts to cooperatively manage the elk herd, from a holistic approach and in concert with legislative guidelines, while maintaining traditional NPS practices, values, activities and services to the greatest extent possible.</p> <p>Continue to support research that will provide answers to important ecological and management-related questions, thereby providing information necessary to reach agency consensus on various management alternatives.</p>
Change of personnel and education of new staff.	Cain & Schiller	<p>Make reading park legislation and elk management problem statements in the RMP required for all new SRM and ranger personnel.</p> <p>Make supervisors responsible and accountable for their employees being well-informed.</p>

- Inholdings in the park are acquired and managed by NPS.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of adequate funding.	Young	Seek funding from land acquisition funds available in NPS and short term assistance from the National Park Foundation or one of the other non-profits.
Owners may not be willing to sell or agree with appraised value or terms.	Young	Keep seeking funding to purchase from willing sellers.

- The park defines, develops and maintains a scientific research program through in-house research and cooperation with universities, the National Biological Survey (NBS), other government agencies and individuals.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Unknown role of NBS.	Huff	NPS will participate on work groups to define NBS role in NPS research and NPS/NBS operating procedures. Progress will continued to be monitored by WASO.
Desired scope of research program not defined.	Schiller	Define desired research program, taking into consideration all applicable legislation, acts of congress, NPS policies and guidelines
Lack of cooperative agreements.	Schiller	Complete and implement a new cooperative agreement with the University of Wyoming for operation of the UW/NPS research station at the AMK Ranch. Maintain current agreements and develop other cooperative agreements with universities and non-profit research organizations as appropriate.

- The gravel/borrow issue has been resolved through partnerships with other gravel users (e.g. county, state, private).
- alternative source materials.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of alternative sources materials. (federal/state/county/private)	Lack of sources, agreement and compliance on potential borrow sites. NPS policy restricts in-park mining. Variety of regulations limit opportunities for compromise. (County Commissioners)	Pursue completion and approval of the Road Materials Study and EA.
		Regularly review park gravel policy with staff in the context of resource management objectives, facility needs, available funding and technological changes.
		Begin discussions with landowners and government agencies to determine long term solutions and potential sources of gravel outside park boundaries.
		Pursue additional funding for purchasing road materials from outside the park.
		Form a intergovernmental work group to look at gravel issues region wide.

- Motorized recreation activities such as snowmobiles, motor boats and jet skis, are limited to designated areas where it is compatible with visitor experience and resource protection objectives.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Visitor experience goals not defined.	Swift	Recirculate content and summaries of the Visitor Services Project (VSP) from 1988 and the Winter Use Study). Continue to work toward the VSP needed for the VUM process. Compete for an updated VSP for the main season.
Resource management objectives are not defined.	Cain	Develop specific objectives for future conditions by category, using quantitative measures whenever possible.
Incomplete understanding of effects of motorized uses on resources.	Cain	Conduct literature and information search and identify data gaps and set priorities. Develop scopes of work, RMP project statements, and requests for proposals for necessary surveys and/or research. Implement necessary surveys and/or research as available funding allows.
Conflicting user group expectations.	Barmore	Conduct visitor survey to fully understand visitor expectations. Educate visitors about differing needs and desires of all user groups to foster mutual respect and consideration.

Table 2 - Partnerships

- The park is managed as part of its greater regional ecosystem in order to recognize the needs of the park, other management agencies and private landowners. The public understands and accepts this concept.
 - full coordination between agencies in northwest Wyoming
 - coordination of planning efforts.
 - park management represents national constituency as a first priority.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Agency policies, guidelines and directives focus on internal mission versus interagency cooperation.	Cook	<p>Because there is a perceived lack of authority or conflicting authority to accomplish ecosystem management or other types of actions with an external focus, the Chief, Office of Ecosystem and Strategic Management, will have the existing authorities and guidelines analyzed for sufficiency and clarity and transmit the information to the field.</p> <p>There is authority and encouragement in policy, guidelines and directives for parks to cooperate with groups outside the boundaries of a specific unit to achieve a park's mission. The delegation of authority to park superintendents and the management style of empowerment of the Regional Director provides further responsibility to the Superintendent to explain this approach to both park staff and park shareholders.</p>
Inconsistent agency ecosystem, compliance, and other policies and regulations.	Cook	<p>Because there is a perceived lack of authority or conflicting authority to accomplish ecosystem management, the Chief, Office of Ecosystem and Strategic Management, will have the existing authorities and guidelines analyzed for sufficiency and clarity and transmit the information to the field.</p> <p>Because there are real and perceived barriers to efficient and effective management between and among federal, state and local agencies, the organization and institutional barriers need to be identified, analyzed and removed.</p>
Ecosystem management is undefined and not understood by agencies and the public.	Lipson	<p>Because there is a lack of understanding about the costs and benefits of ecosystem management by agency employees and the public, a strategy and methodology needs to be developed to define what it is as well as the costs and benefits of the approach.</p>
Lack of funding and staff to carry out interagency cooperation and ecosystem management practices.	Cook	<p>The park received a 5% increase in their base budget in FY94. The superintendent will make decisions for its use.</p> <p>GRTE is designated as a "Focus Park" in FY94, with a \$250,000 increase in their budget to specifically address resource management, interpretation and health and safety maintenance at Jenny-String Lake area.</p>
Inconsistent political support for ecosystem management.	Lipson	<p>Because there is a perceived lack of clear priorities about ecosystem management, NPS Regional Directors will network with other regional directors, Washington Office officials, and other public officials to develop a strategy for a context for ecosystem management work and funding priorities that lead to successes on the ground.</p>

- The park and greater community share a common understanding of each other's needs, values and objectives. Mechanisms are established to address mutual goals.
 - town of Kelly
 - external threats addressed, internal threats resolved
 - inholdings

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
NPS and others have not clearly articulated and shared needs and values. No formal communication mechanism or avenue exists.	Shuptrine, Co. Commission, Chair	Form an active intergovernmental work group composed of the major players; Park, Forest, Town, County, BLM, etc. Anyone who has a major administrative role over lands in Teton County will be included. It will be an ongoing effort not connected to a particular planning phase or project, with monthly meetings.

- The airport and its attendant noise and possible growth, does not conflict with park purposes and significance.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Polarization; lack of common ground; conflicting values.	Neckels; George Larson, Airport Manager; Intergovernmental Working Group; Town of Jackson Teton County; and FAA	Keep communication channels open; attend monthly board meetings; participate actively in three airport planning documents; invite board to specific resource management sessions at the park; build rapport on common interests and goals, then work to broaden perspectives.

Table 3 - Visitor Services

- Comprehensive information, orientation and education programs exist that interpret park resources, seek to instill conservation ethics and increase environmental awareness in everyone.
 - expand interpretive effort
 - establish state-of-the-art visitor information/interpretive programs.
 - provide environmental programs/education both in and out of the park.
 - conservation story - Murie, John D. Rockefeller, Jr., Struthers Burt, Maud Noble, conservation/compromise controversy

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of adequate dollars.	Cook & Swift	<p>Continue to seek economies in interpretive operations, reallocate funds within existing budgets, maintain a healthy cooperating association, investigate fee possibilities.</p> <p>Many of the problems of comprehensive information, orientation and education have been addressed over the past two years. Funding from within current budgets have been earmarked to provide these visitor services. As needs continue to be identified, funding will be requested through the annual budget process.</p> <p>The park received a 5% increase in their base budget in FY94. The superintendent will make decisions for its use.</p> <p>GRTE is designated as a "Focus Park" in FY94, with a \$250,000 increase in their budget to specifically address resource management, interpretation, and health and safety maintenance at Jenny-String Lake area.</p> <p>At the congressional hearing, Chairman Yates asked the attending regional directors if they had any comments. Bob Baker provided examples of impacts of budget shortfalls on parks and the need for increased budget.</p>
Lack of staff and interpretive training opportunities.	Swift	Staff will grow with additional allocations. Concentrate on efficiencies of operation that put maximum staff into activities. Support the Interpretive Skills concepts for minimum core courses.
Inadequate facilities (VCs, exhibits).	Rudd	A comprehensive Interpretive Plan is in progress, based out of Harpers Ferry Center. As of this date, the draft of the plan is on review in the park.
No comprehensive education and interpretation plan (resource data).	Swift & Rudd	Complete the park's Interpretive Prospectus. Ensure that personal services are adequately addressed. Continue to update the Annual Statement for Interpretation.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of integration between park, Science School, etc. Lack of coordination with others (community, concessionaires, state, media, international, etc.).	Swift, Klobnak, Shuptrine, Town	Work toward development of an interagency environmental education program. Continue to participate on Teton Science School Board.
Staff, including coop, concessionaires and park employees are not educated to issues.	Olson	Continue seasonal employee orientation program begun in summer 1993 and expand to include winter seasonal employees. Implement permanent employee orientation plan. Design and implement NPS and GRTE orientation program for cooperators and concessionaires.

- The park provides a range of opportunities for visitors to enjoy, with well-maintained facilities necessary to enhance the experience and meet essential visitor needs while protecting park values and resources.
 - quality backcountry/wilderness resources and experience
 - quality Snake River resource and experience
 - special populations are welcome: cultural diversity, accessibility
 - visitor services: provide variety; provide quality
 - manage to protect quality of visitor services and park resources

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Incomplete understanding of our visitors.	Olson	<p>Fund a Visitor Services Project summer visitor survey.</p> <p>Design a means to collect visitor data on a three-year cycle.</p> <p>Research visitor information available through other offices and surveys.</p>
Range of visitor opportunities are not clearly articulated.	Swift	Continue to make visitors aware of opportunities through the park newspaper, site bulletins, interpretive activity schedules. An informed information staff responds to mail and phone requests.
Lack of maintenance staff and dollars.	Neckels, Griffin	<p>The regional division of Construction & Maintenance will review and support any credible operating increase the park staff submits to the regional office for future budgeting.</p> <p>Provide justification to Congress to increase staffing to better maintain park facilities.</p> <p>Continued prioritizing of needs and shifting of emphasis of funding has begun. Many improvements have been made at visitor service locations. There is a need to readdress the most serious needs to determine what can be addressed in a methodical process within current funding. Those needs that cannot be addressed will be requested through the various funding programs that exist such as repair/rehab, construction, cyclic and operations.</p>
Resource management objectives are not clearly articulated.	Cain & Johnson	Develop specific objectives for future conditions by category, using quantitative measures whenever possible.

- Types and levels of commercial services and facilities are identified and limited to those necessary to serve the visitors and are consistent with visitor experience and resource protection objectives. Levels or limits of services and facilities are defined.
 - year-round concession services to meet visitor needs (i.e. lodging, food)
 - necessary and appropriate commercial activities are identified
 - concession facilities and services are affordable to a range of visitors

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Resource management objectives are not defined.	Cain & Johnson	Develop specific objectives for future conditions by category, using quantitative measures whenever possible.
No criteria developed for determining "necessary and appropriate".	Griffin, Jennings	Develop criteria for determining necessary and appropriate commercial services and facilities, based on park purpose and significance. GMP, Statement for Management, approved DCP's and other planning documents will be reviewed for determination of necessary and appropriate commercial services and facilities. No new commercial use licenses will be issued until a review of existing commercial services is completed and necessary and appropriate criteria are developed.
Infrastructure (water, sewer, etc.) is at maximum capacity in some locations.	Hugie	Provide justification through the 10-238 process to receive funding to upgrade utility systems. Continue to improve existing systems with available funding.
"Limits" of commercial services are not defined.	Griffin, Jennings	GMP, Statement for Management, approved DCP's, Backcountry Management Plan, and other park documents will be reviewed to identify limits on commercial services and facilities which are already in place. Types of services that do not have limits will be identified. Recommendations will be made as to that kinds of services should be limited and ones that do not need limits at this time.
Historic commercial services that are not appropriate are difficult to remove.	Neckels	Develop a parkwide concessions plan.

- A comprehensive transportation program exists that includes a variety of alternatives, encourages energy efficiency and minimizes resource impacts.
 - less emphasis on automobiles
 - bicycling is safe, inviting and encouraged
 - park bicycle system connects to Teton County system

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of integrated plan (conc, county, community).	Arkin, Snyder, WY DOT	Develop a comprehensive transportation plan.
Lack of incentive to use alternative transportation (visitors, employees, conc.).	Cook	Empowerment of employees is fundamental to the Regional Director's management philosophy. The park superintendent is expected to provide for employee empowerment to increase creativity and initiative at the park. The park staff is encouraged to experiment with alternatives, such as car pools, bicycles, mass transportation, etc. for staff and the public. Hopefully the staff will be motivated to develop alternative lifestyles, scheduling, etc. to accomplish alternative transportation.
Lack of adequate bike facilities.	Gregory, Tim Young	Review and update the GRTE bicycle study; determine and state the management objectives for the role of bicycles in the park. Ensure that bicycles are considered in every planning effort. Incorporate bicycle facilities when management objectives are met. Increase park involvement with Teton County Pathways Task Force. Purchase and install planned bike racks at South Jenny and String Lake facilities.
Lack of funds to run transportation system.	Cook & Neckels	Review the need, viability and cost of alternative transportation needs. Seek funding to implement and operate various methods of alternative transportation.

- The park, concessioners, employees and visitors demonstrate an environmental ethic in their daily lives.
 - reduce, reuse, recycle
 - purchase environmentally friendly products
 - carpool
 - bike
 - quality products that last
 - non-polluting themselves
 - non-pollution manufacturer

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of an implemented approved recycling plan.	Neckels	<p>Meet with concessioners to work on details.</p> <p>Comment on action/plan, goals and objectives and draft plan.</p> <p>Identify funding if necessary.</p> <p>Revise and approve Draft Plan.</p>
Lack of awareness-NPS & Conc staff, visitors, and promotion.	O'Neil, Wemple	<p>Ongoing information in CC:Mail</p> <p>Design awareness posters.</p> <p>Recycle message in Teewinot.</p> <p>Incorporate recycle message in visitor interpretation and seasonal training.</p>
Lack of adequate dollars.	Neckels & Cook	<p>Recycling is in it's infancy at the park. As new methods are developed, procedures and facilities are developed.</p> <p>Continued work with the concessionaires and earmarking operational funds to implement various local abilities have been started. As new programs are developed, funding will be an integral part of the request process.</p>
Lack of facilities.	Neckels	<p>Identify needs, locations, designs (from draft plan).</p> <p>Identify funding source.</p> <p>Provide justification to Congress and partnering to increase funding to construct new facilities.</p> <p>Prepare energy reduction action plan.</p>
Lack of energy reduction action plan.	Hugie	

- Facilities follow common/compatible design themes, are sustainable, functional, and compliment natural and cultural settings.
- design guidelines

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of adequate dollars.	Neckels	These considerations are currently taken into account as new facilities are approved, designed and funded. The primary responsibility for the park will be to ensure that these aspects of new development are incorporated into the design process as requests for funding are made.
Lack of staff.	Hugie & Johnson	Provide justification to Congress to receive funding to increase maintenance staff.
Lack of overall vision.	Gregory	<p>Determine the overall priority of this project within the park.</p> <p>Work with management and staff to develop objectives and goals for design guidelines.</p> <p>Evaluate ALL existing facilities for contributions/detractions to theme, style, ambiance of a particular location and the park in general.</p> <p>Develop concepts and proposals for design guidelines for each area in the park. Review by management and staff.</p> <p>Print in format that is usable for all park employees.</p>

- Management understands who their visitors are, where they are from and their expectations.

- demographics
- continued update of information
- marketing information to visitors and interests

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of research.	Schiller & Olson	Develop research proposal and seek funds to complete.
Lack of adequate dollars.	McMullen, Swift	<p>Seek additional funds to support the VSP proposals, including donations and sources from other projects such as research.</p> <p>More emphasis by the park to learn about visitor desires and experiences will be made. These will direct activities and ultimately funding. Funding will be incorporated into efficient and effective visitor programs. Funding for studies are continually reviewed through the annual budget process.</p> <p>A mini-survey for the winter season is being funding for 93-94 through operating accounts.</p> <p>The Visitor Services Project is funded for the winter 94-95 with Yellowstone using winter use money.</p> <p>Funding will be sought to conduct Visitor Service Project for the summer season.</p> <p>Funding will be sought to continue visitor data collection on a three to five year cycle.</p> <p>The park will receive a 5% increase in their base budget in FY94. The superintendent will make decisions for the expenditure of this increase.</p> <p>GRTE is designated as a "Focus Park" in FY94, with a \$250,000 increase in their budget to specifically address resource management, interpretation, and health and safety maintenance at Jenny-String Lake area.</p>
Lack of staff.	Schiller, Swift, Dave Ruppert	Seek graduate student help for VSP studies. Use volunteers as an alternative.
Lack of marketing.	Olson	Design and implement a marketing plan for disseminating selected messages to target audiences.

- A cooperative, interagency visitor information/orientation program exists for the Jackson Hole Valley.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of dollars	Cook	<p>The park will receive a 5% increase in their base budget in FY94. The superintendent will make priority decisions for the expenditure of this increase.</p> <p>GRTE is designated as a "Focus Park" in FY94, with a \$250,000 increase in their budget to specifically address resource management, interpretation, and health and safety maintenance at Jenny-String Lake area.</p>
Lack of staff.	Swift	We will continue to exchange information as needed, network through other vehicles such as the cooperating association and Rotary, and otherwise keep one another informed and make use of the two visitor centers in town and the VC in Moose as well as Jenny Lake.
Lack of a plan.	Swift	Develop a plan.
Need for interagency cooperation.	Neckels, Cook, County, Chamber, Town, YELL, Forest Service	<p>Continue to pursue interagency cooperation.</p> <p>Develop interagency work group to meet regularly.</p>

Table 4 - Human Resources

- Attract and retain highly qualified staff in a good working environment.
 - safe work environment and adequate workspace
 - employees programs such as dual careers, wellness, Flex time
 - teamwork
 - communications
 - trust and respect
 - housing

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
OPM regulations regarding status, hiring/firing.	McMullen	All of government is going through a change in philosophy and working toward a more customer-oriented base. Prior regulations prevent taking bold actions, locking recruitment efforts into channels, and effectively requiring federal employees to not only have to jump through ineffective, out-dated and cumbersome requirements to fulfill overall goals, but have created complacency in the workforce.
Pay is low for location.	McMullen	A request for a review of the high cost-of-living in the immediate area is currently being made. It is unknown at this time how an area applies for high cost-of-living designation and once this is determined, data will be collected and submitted to ascertain eligibility.
Lack of funding.	Webb	Seek funding sources.
High cost of housing.	McMullen	High cost of housing in the Town of Jackson and surrounding areas cannot be addressed by the park other than seeking high cost of living pay and adding park housing. The park needs to continue to work upgrading and adding housing for park staff. Continued support for legislation that would provide for outside ownership, concessioner ownership, low-cost housing initiatives that would provide for alternative low cost housing will be pursued.

- Effective management and supervision of park staff exists. Mission is understood and employees are empowered and held accountable.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Mission of GRTE is not understood.	Neckels	Newsletter will be used to discuss park mission and goals; employee meetings will discuss mission-related issues. Workshops and special projects will involve employees in mission/goal projects.
Lack of empowered employees.	Neckels	Decisions will be made at the lowest level possible and then employees will be held accountable for their performance and judgement.
Employees are not accountable.	Neckels	All employees will have measurable performance standards and work plans. Counseling and performance appraisal sessions will measure accountability. All division chiefs will be held accountable for performance of their subordinate employees.

- All employees have the appropriate tools, equipment, and facilities to perform their jobs effectively, efficiently and safely.

- modern offices/facilities, including new computer systems
- proper equipment/tools
- storage materials/maintenance functions
- safe working environment
- water/sewage systems modern
- fund vehicle fleet
- facility expansion is limited and concentrated
- park development design is sustainable and visually compatible

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of long-term planning and direction.	Arkin	Complete this Management Assessment. Develop priorities and strategies for implementing action items in this Management Assessment.
Existing appropriations system incapable of addressing park's needs.	Cook	Congress and/or the White House have the lead and control over issues such as the appropriation system. The reality of the situation is the Regional Director does not have a direct influence on such issues. The Regional Director will continue to communicate with the Director and Congress of the impacts that the appropriation system, budgets, special initiatives, programs, and other actions have on parks. The Regional Director asked several parks to test the feasibility of a Basic Operation Analysis to determine criteria for shifts in park base budgets. Models were developed at Canyonlands NP and Rocky Mountain NP. The Superintendent Advisory Group and some regional staff evaluated the models and determined that it was not feasible to use the models to adjust park base budgets. Individual parks have such a unique combination of resources and functions that parks cannot be compared.
Management change/priority change in park direction.	Neckels & Cook	All changes in direction will be clearly articulated to employees through a variety of media--Squad/Staff Meetings, Teton Times, specific memoranda, divisional meetings, etc. Continued upgrade of the necessary tools and equipment to perform the work is made on an annual basis through whatever available funds can be set aside for these purposes.
Available funding limited.	Neckels	Funding requests are continually addressing the need to increase the capacity of facilities and the vehicle fleet to adjust to the increase of staff and requirements for these facilities. Currently there is a funding request to increase the size of staff facilities. Vehicle fleets are addressed annually through routine operation.

- The park has an effective human resources program.
 - equitable treatment
 - training
 - incentives
 - adequate pay
 - career development
 - simplify personnel processes to eliminate barriers
 - career counseling
 - recognize diverse staff needs

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Limited career ladders within the park.	Neckels	The park will implement a policy of review of various positions in all divisions to see if there may be positions that lend themselves to development of a career ladder within the park. The park demographics do not lend themselves to career ladders as there are few positions and incumbents that stay in these positions block advancement for others. Additionally, employees will be asked individually for career goals to assist in this process.
Unrealistic expectations: lack of understanding of opportunities.	Neckels	Improved communication will be developed from Superintendent on down through chain of command. Work plans and measurable performance standards will express expectation of supervisors. Training and detail opportunities will be advertised parkwide.

- Adequate and affordable housing exists inside and outside the park to support National Park Service and concession operations. Housing inside the park is concentrated in areas to minimize resource impact.
 - prefer additions outside park
 - year-round and seasonal
 - aesthetics
 - private sector possibilities

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of dollars.	Cook	The park will receive a 5% increase in their base budget in FY94. The superintendent will make decisions for the expenditure of this increase. GRTE should continue to work with RMR-Construction & Maintenance to provide documentation for park housing.
Lack of housing at a reasonable cost in the community.	County Commissioners, Real Estate Interests, Town of Jackson	Complete affordable housing element of the Town & County comprehensive plan.

- Communication exists between all staff and divisions to facilitate effective and efficient accomplishment of management goals.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Employees do not feel they can speak their mind. It is perceived that management does not listen nor ask for employees' input.	Neckels	Employees will be asked for details as to what areas concern them and what avenues of communication are blocked. Requests will be provided to all employees as to their interest and desire to participate in various committees, work groups and other programs geared toward better communication, involvement on the part of all employees, and specific avenues they seek to speak their mind.
Physical dispersion is not conducive to good communication.		Dispersed meetings will continue to be developed to allow all employees within the park an opportunity to participate. Increased use of networked computer capability throughout the park with the use of cc:mail, fax and other software will be used to develop a more timely and dispersed communication tool.
Employees do not always use their judgement to empower themselves.		Agendas will be made clearer as to the goals and direction management are taking. Through communication, employees will be empowered to join management and work toward common goals.
Lack of respect and trust.		Respect and trust of management and fellow employees are personal attributes that cannot be mandated. Employees have to decide and understand, agree or disagree and guide their work ethic accordingly. Efforts will continue to explain the goals of management and will incorporate input from all employees.

Glossary

Purposes are the reasons for which the park was set aside as part of the National Park System. Purpose statements are based upon legislation and legislative history.

Significance is summarized in statements that capture the essence of the park's importance to our natural and cultural heritage. Significance statements are not an inventory of significant resources, rather they describe the importance or distinctiveness of the aggregate of resources in the park.

Management objectives are broad conceptual descriptions of what the park could be like, based on the kinds of resource conditions and visitor experiences the park wishes to provide. Management objective statements describe desired ends, not specific solutions or means of accomplishing ends.

There are **obstacles** or impediments to reaching management objectives. Obstacles identify the problems, they do not identify the solutions.

Ownership identifies the responsible individual or group that can resolve the obstacle or problem. Owners may be identified as an individual in the park, region, or Washington office, as well as interests from outside the NPS.

Resolution of obstacles by owners are **actions**. High-priority actions are included in annual performance standards to better measure implementation and success.

Evaluation and feedback evaluate accomplishments and provide direction to ensure objectives are being achieved. Evaluation will be carried out through annual performance standards and appraisals, and the regional office will oversee a master list of actions.

Management objectives are cornerstones of the **Program and Project Formulation System (PPFS)**. The PPFS ensures that all program and project requests are consistent with park purpose and significance, biographic area strategies, and the Rocky Mountain Region's Five-Year Vision.

Appendix

To be added later

